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ABSTRACT

A demonstration program to help local public agencies to train rehabilitation specialists is the focus of this report. The project objectives of the project were: (1) to develop a curriculum to educate and train housing rehabilitation specialists, (2) to test the curriculum in the classroom with three groups of students (n=75), and (3) to publish this curriculum and a "Handbook for Housing Rehabilitation Specialists." The six chapters provided in this report are: 1. Summary of the Project, with results and recommendations; II. Overview of the Project--origins and first plans; III. Task One: Development of the Curriculum, how the educational objectives were identified and refined into a course; IV. Task Two: Testing the Course--through feedback from three successive groups of students; V. Task Three: Writing the Handbook--ist background, intended audience, and uses; VI. Evaluative Summary--how the project appears to its staff in retrospect. Appendixes are: A. Summary of "Handbook" Chapters, and B. Organizational and Cost Guidelines. [Appendixes C (Curriculum Advisory Committee Members), D (Instructors), and E (Student Awarded Certificates) have been deleted due to their marginal reproducibility.] The four basic accomplishments of this demonstration project were: a training program for rehabilitation specialists was designed and tried out in the classroom; 75 men completed the program and are doing better rehabilitation work in their communities; the "Handbook" is available as a training resource; and other local public agencies can consider adapting these results to their own needs. [The "Handbook" is published separately as a Technical Appendix.] (DB)

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THE REHABILITATION SPECIALIST PROGRAM

A Report
of a
Demonstration Project
for the
Development of a Training Course
for
Housing Rehabilitation Specialists

Massachusetts Bay Community College
57 Stanley Avenue
Watertown, Massachusetts 02172
John F. McKenzie, President
November 1972

JC 730 191

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Appendices C, D, and E have been deleted due to their marginal reproducibility.

INTRODUCTION

Title I Urban Renewal Programs have made considerable changes in our cities. Most have been carried out by the planners and architects one would expect to find in renewal agencies. More recently a new breed of people have been "invented" and added to the team. "Housing Rehabilitation Specialist" is a new occupation that has evolved to meet new needs in our cities.

The rehabilitation specialist coordinates the work of the contractor, code inspector, social worker, and banker. In doing this, he becomes a bit like each of them. He has to work with owners and tenants, contractors and tradesmen, his agency's finance staff, and inspectors from other agencies. He needs to understand how people's behavior is affected by life in crowded neighborhoods, and to have confidence that the work he does is important.

But few rehabilitation specialists exist ready-made. Seldom can they be "bought off the shelf," trained through some previous work experience. Most of them learn rehabilitation through close experience with renewal, code enforcement, or model cities agencies.

HUD funded this demonstration program to help local public agencies to train rehabilitation specialists. A curriculum was developed, tried out in the classroom, and published in this *Project Report*. Much of the classroom material used is published separately in the *Handbook for Housing Rehabilitation Specialists*. In this *Project Report* are found:

Chapter I:	Summary of the Project, with results and recommendations
Chapter II:	Overview of the Project—origins and first plans
Chapter III:	Development of the Curriculum—how the educational objectives were identified and refined into a course
Chapter IV:	Testing the Course—through feedback from three successive groups of students
Chapter V:	Writing the *Handbook*—its background, intended audience, and uses
Chapter VI:	Evaluative Summary—how the Project looks to its staff in retrospect
Appendices:	Summary of *Handbook* chapters and guidelines for use elsewhere.

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CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

Chapter 1

SUMMARY OF THE PROJECT

A Project Objectives

1 To develop a curriculum to educate and train housing rehabilitation specialists
2 To test the curriculum in the classroom with three successive groups of students totaling seventy-five
3 To publish this curriculum and a *Handbook for Housing Rehabilitation Specialists*, containing materials useful to other communities concerned with the preparation of personnel for this new occupation.

B Essential Features

Massachusetts Bay Community College was asked by the Boston Redevelopment Authority for help in training housing rehabilitation specialists. A HUD Demonstration Grant was sought and received. An advisory committee from four local public agencies (LPA) suggested a curriculum which was tried in the classroom with instructors from many LPA's. Three groups of students were trained in sequence so that feedback from the first helped later groups. The final course which emerged is published in this report, pages 41-47. The instructors and project staff prepared a *Handbook for Housing Rehabilitation Specialists* from typescripts and additional sources presented in classes. This *Handbook* is published separately as the Technical Appendix to this report.

C Accomplishments

There are four basic accomplishments of this demonstration project:

1 A training program for rehabilitation specialists has been designed and tried out in the classroom.
2 Seventy-five men have completed this program and are now doing better rehabilitation work in their communities.
3 The *Handbook* is available as a training resource.
4 Other LPA's can consider adapting these results for their own needs.

D Conclusions and Recommendations

1 There is a classroom training model which has worked.
2 There is available a *Handbook* derived from that experience.
3 Both the training model and the *Handbook* can be evaluated by other LPA's for their adaptability for meeting similar needs in other metropolitan areas.

Chapter II

OVERVIEW OF THE PROJECT

A Origin

Probably the first impetus to this project came in July 1965 from a Training Institute in Rehabilitation, sponsored jointly by the University of Minnesota and HUD. A group of Boston area urban renewal officials were returning home from Minneapolis and started to mull over the idea of developing a training program to upgrade their rehabilitation specialists for the expected increase in volume of work. They had in mind more than an agency-oriented inservice training program and decided to approach the community college in their metropolitan area with the proposition that the college help develop a curriculum to meet their agencies' needs. A proposal was written and in January 1968 a contract with HUD was signed for a demonstration project by the Massachusetts Board of Regional Community Colleges, with the Massachusetts Bay Community College designated to carry out the contract.

How these Project Objectives progressed from word form into action as curriculum, classes, and *Handbook* is narrated in this report.

B Administrative Roles

The Massachusetts Board of Regional Community Colleges is the public body which operates all state community colleges in the Commonwealth. They are the contractors with HUD for this demonstration grant and they designated that the contract be carried out by and through Massachusetts Bay Community College. The Board office presented the contract to the Board for their approval and secured contract approval from the attorney general of the Commonwealth. The Board designated the President of Massachusetts Bay Community College as their agent in fulfilling the contract. He named a faculty member as project director. The college provided office and classroom space, office furnishings, and use of other college facilities as needed. Because the project was oriented completely around the occupational requirements of adults, it was attached to the Evening Division for administrative purposes. Considerable consulting was carried out with these and other officers of the college.

The project staff consisted of the director and the special assistant for program reports, an administrative secretary, and part-time clerk typists. The two professional staff members were experienced educators and were particularly grounded in the special orientations of adult education.

The curriculum advisory committee was of crucial importance. This committee was composed of three men from the Boston Redevelopment Authority, two from the Boston Housing Inspection Department, one from the

Cambridge Redevelopment Authority, one from the Office of the Mayor of Boston (then head of the Little City Hall project and later Administrator of the Boston Housing Authority), and the Deputy Administrator of the Boston Model Cities Program. The curriculum committee membership was thus completely representative of the three major housing programs in operation under federal auspices. This breadth and depth of membership helped to focus attention on trends in programs and on the roots in the socioeconomic changes that brought such programs into existence. These men contributed enormously in professional expertise earned the hard way—through experience. Their participation gave legitimacy and authenticity to the program and its staff.

The tasks of the committee were to discuss and make suggestions to the staff on the following topics:

1 Educational and behavioral objectives of the curriculum
2 Format
3 Sequence of topics and times to be allotted for each
4 Methods and techniques appropriate both to objectives of the curriculum and characteristics of students
5 Instructors who would:
   a bring excellence and competence in areas of knowledge, problem-solving skills, and/or work skills (practical field experience)
   b have the knack of putting across the content to the students
   c understand the value of responding to the students
6 Orientation of the instructors to:
   a the purpose, goals, objectives, and tasks of the curriculum
   b the relationships of each topic to the design of the curriculum
   c other instructors
   d the students
7 Implementation of the decisions.

Class hours and the spacing of class meetings were early decisions made by the committee and project staff. Full-time classes were not considered because agencies could not spare staff members for days or weeks at a time. Since most students finished work at 5 p.m., classes meeting from 4 to 6 p.m. represented a contribution of time by each man and by his agency. Two meetings a week were selected as a compromise between frequent classes to keep the learning fresh, and a reasonble amount of travel time per week.

The program was fortunate in the high quality of its instructors. Committee members were the primary source of referrals. As the program evolved and topics were added or deleted, instructors changed accordingly. It was the direct responsibility of the project staff to do final selection, orientation, and evaluation of instructors.

Relationships were established with other agencies, and the project staff gleaned much important knowledge from the conferences and training courses to which they were invited. Among these were the Regional Program Chief of the USPHS, several officials of the Massachusetts Department of Community Affairs, and the National Association of Housing and Redevelopment Officials.

A total of eighty-six students began the classes and certificates were awarded to seventy-five (87%). Almost all students were selected by their agency heads, although a few came on their own initiative. Only three students paid their own tuition; all others were paid for by their respective agencies. Occupationally the students represented the following types of agencies:

Urban Renewal Agencies	46
Housing Inspection Agencies	30
Health Departments	6
Other	4

Fifty-six were from Boston, eight from Cambridge, and those remaining came from as far as Springfield and New Bedford and as close as the nearby environs of Boston.

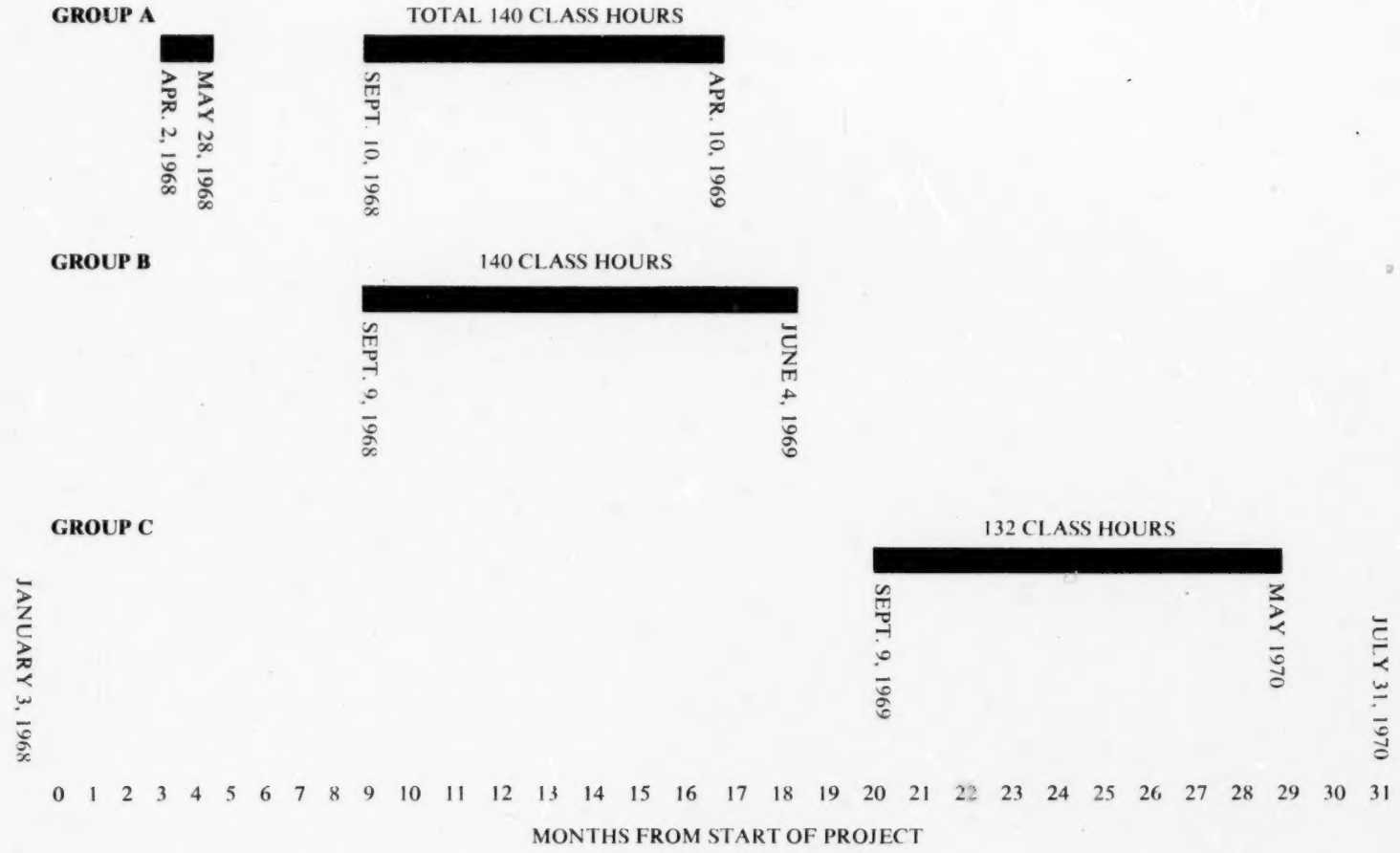
The project was successful in attracting a stimulating mixture of students. Some were employed in cities where a Workable Program had not been approved, while two of the students were from a city which was completing one Title I Urban Renewal Project and hoped to embark on a new one.

This meant that students brought an intimate working knowledge of housing programs in cities at both extremes of development, from preliminary planning to completion. They had much to give to each other in the process of exchanging experiences, ideas, information on problems, obstacles, and supports they found in the community and on the job. There was also an acceptably wide range of ethnic backgrounds, which reflected the make-up of the agency personnel.

C TIMETABLE OF THE WORK PROGRAM

ORGANIZATION	OPERATION	EVALUATION
CREATE ADVISORY GROUP		
ASSEMBLE TEACHING STAFF		
ORIENT TEACHING STAFF		
DEVELOP AND SCHEDULE CURRICULUM		
DEVELOP EVALUATION PROCEDURES		
ESTABLISH CONTACT WITH AGENCIES, COUNSELORS, STUDENTS		
PREPARE AND ASSEMBLE INITIAL TEXT MATERIALS		
RECRUIT STUDENTS		
	SUPERVISE PROGRAM	
	REVISE TEXT MATERIALS	
	PREPARE AND SUBMIT QUARTERLY REPORTS	
	PLACE GRADUATES	
		EVALUATE PROGRAM
		REVISE CURRICULUM
		DRAFT AND PUBLISH FINAL REPORT
		REVISE AND PUBLISH TEXT MATERIALS
REQUEST—JANUARY 1968	APRIL 1968	MAY 1970 JULY 1970

D CURRICULUM PATTERN



Chapter III

TASK ONE: DEVELOPMENT OF CURRICULUM

A The Social Need

The earliest renewal programs overemphasized the use of clearance as a tool. Clearance gave a fresh start for new land uses, but destroyed the communities of people who had lived there. A more varied approach was needed, using clearance of buildings beyond repair, rehabilitation for those worth saving, and social services to improve the quality of life for the residents. Congress began to enact legislation intended to promote stability of neighborhoods, citizen participation in plannng for neghborhood improvement, rehabilitation of specific blighted conditions, and cooordination and upgrading of services to these neighborhoods.

As long ago as 1953, a President's Advisory Committee on Government Housing Policies and Programs made the following statement in a report to Congress:

> To wipe out existing slums and to check the spread of blight is a major goal of our housing programs. To reach this goal we must remove houses and clear areas of our cities which are beyond recall; we must restore to sound condition all dwellings worth saving. In this way we can establish as healthy neighborhoods vast areas of our cities which are now blighted or badly threatened by blight. A piecemeal attack on slums simply will not work—occasional thrusts at slum pockets in one section of the city will only push slums to other sections unless an effective program exists for attacking the entire problem of urban decay.
>
> Programs for slum prevention, for rehabilitation of existing houses and neighborhoods, and for demolition of worn out structures and areas must advance along a broad unified front to accomplish the renewal of our cities. This approach must be vigorously carried out in the localities themselves, and will require local solutions which vary widely from city to city.[1]

B Legal Basis

Another committee report,[2] dated August 1967, spells out in more detail the approach of federal housing programs. We quote here at length a description of the purposes of the Housing Act as amended in 1959, the way in which it operates, and the obstacles to massive rehabilitation programs that were clarified by that time from experience in implementing programs.

The first quotation outlines the purpose of the Act. It refers to rehabilitation as a "bundle of kinds of activities." This is a very apt description of what happens under renewal programs.

> In a city-wide blight prevention and elimination program, rehabilitation represents a bundle of kinds of activities especially aimed at the following major objectives:
>
> (a) To meet the needs of lower and moderate income groups for stan-

dard housing, with a minimum of displacement, through the upgrading and maintenance of existing dwelling units to the property rehabilitation standards and objectives of the urban renewal plan.[3]

(b) To improve and stabilize residential environments through one or more of the following activities: removal of blighting influence—often spot clearance—the construction and reconstruction of streets, sewer and water lines, and related site improvements, the provision or improvement of neighborhood facilities such as schools and parks, the reduction of congestion and densities, and raising the level of municipal services.

Several specific activities are eligible for funding under the Act. Community participation is guaranteed, as also is the development of means of communication, such as neighborhood organizations, to "develop the understanding" of individuals. Legal bases are given for the involvement of residents in the upgrading of their neighborhoods. Particularly important is the provision for assistance to those families and businesses that it might be necessary to relocate when displacement is unavoidable. The 1967 *Report* is referred to again because here is the basis of the creation of the new occupation, the rehabilitation specialist. Many of the directives in the Housing Act of 1957 are implemented by him.

> Eligible project costs include expenditures for a project site office and for activities which include: (1) Working with individuals and neighborhood organizations to develop their understanding of and participation in the program; (2) establishing neighborhood organizations of property owners and residents in the project area; (3) surveying properties to identify improvements needed to meet property rehabilitation standards; (4) planning and carrying out code enforcement activities; (5) assisting owners in estimating costs of rehabilitation, obtaining financing, especially direct rehabilitation loans and direct rehabilitation grants, contracting for this work, and supervising construction of property improvements; and (6) identifying social problems and coordinating social services available in the community to serve the needs of project residents in connection with carrying out the project.
>
> Also, eligible as project costs are: (1) The provision of public improvements; (2) direct rehabilitation by the local agency of properties for demonstration purposes; (3) acquisition of properties which for various reasons cannot be rehabilitated through voluntary means and the resale of these properties to purchasers who agree to upgrade them to the standards and objectives of the renewal project plan; (4) temporary operation of acquired property; (5) relocation assistance to displaced families, individuals, businesses; (6) land disposition activities; and (7) demolition of unsound structures.

Paragraph (a) in the next quotation gives a distinct picture of the major features that operate to hinder successful massive rehabilitation. When read-

ing this it is well to keep in mind that these difficulties are the ones that the rehabilitation specialist encounters in the course of his daily work.

Paragraph (b) speaks of the need for cities to take more active interest in the programs, and paragraph (c) deals with the need to train staff in adequate numbers. Here is an official recognition of the need for a training program such as the one this project was charged with developing. Paragraphs (d), (e), and (f) go on to call on the cities to expand their urban renewal programs and to make firm commitments to provide public improvements in the areas undergoing rehabilitation. Here is official recognition of the expectation, stated in the proposal of this project, that the need for training personnel will expand and not remain static.

> Nevertheless a number of factors limit massive rehabilitation:
>
> (a) The difficult and complex nature of property rehabilitation. In a sense, rehabilitation is more difficult than clearance and redevelopment, primarily because accomplishment depends so much upon the decisions and voluntary actions of many individual owners of a great variety of separate properties. Each individual situation involves its own distinctive combination of owner motivations, physical and financial characteristics of the property, and environmental factors. The process requires a high degree of participation by the local citizenry; skilled guidance for small property owners with respect to estimating costs of required improvements, design, finance, construction, and other factors; and extensive coordination with many city departments.
>
> (b) The need for strengthening executive and legislative support for rehabilitation activities at the city level. Although the array of present rehabilitation tools is impressive, stronger administrative direction and more effective program management is needed at the local level to use these tools more effectively. Cities must take a more active interest in rehabilitation programs. The responsibility for initiating, expediting and completing rehabilitation activities must be accepted by the cities' executive leadership—the mayor and/or LPA directors. Moreover, these activities must be strongly supported by the local legislative body.
>
> (c) Local public agencies are not employing and training staff adequate in numbers and skills to provide effective service to property owners. Cities must make larger investments in manpower for comprehensive rehabilitation and in the training of that manpower. To significantly increase local rehabilitation activity, there must be an adequate supply of trained personnel skilled in the ways of motivating and assisting property owners to rehabilitate their properties to the standards and objectives of the urban renewal plan.
>
> (d) Cities need to increase the number and size of rehabilitation projects in order to develop a better balance between rehabilitation and clearance.

(e) The need for more effective melding of urban renewal and anti-poverty programs at the local level. All cities must recognize what a few have already discovered—that physical rehabilitation, especially in low socioeconomic areas, must be supported by programs providing social services, special education facilities and job training.

(f) Cities need to make firm commitments to provide the public improvements and neighborhood services needed in rehabilitation areas if deterioration is to be arrested and the values of property improvements are to be sustained. It seems reasonable to expect that a municipality undertake its share of the public-private rehabilitation program on a timely basis, and further, that it adequately maintain public facilities and municipal services within rehabilitation areas.[4]

The need for a course for training housing rehabilitation specialists is recognized, then, both by local officials engaged in the implementation of programs and by the Congress. Housing programs are being revised continually to meet social needs more adequately and this means that the job of rehabilitation specialist is continually changing. Any course to train rehabilitation men needs to be sufficiently flexible that it can be molded to meet new conditions.

C The Job of Rehabilitation Specialist

Understanding the nature of the functions of the rehabilitation specialist was fundamental to knowing what educational objectives would be pertinent to the course. The specific features of the occupation were analyzed throughout the life of the project and on this basis decisions were made on what kinds of information should be included in a training program and what kinds of behavior, skills, and attitudes were consistent with the requirements of the job.

To develop a picture about the job, the project staff visited local public agencies. Rehabilitation specialists were accompanied on visits with property owners. Interviews were held with countless agency officials, rehabilitation specialists, and other staff members in local site offices. A survey of literature on the subject of rehabilitation was also made. Records of cases were examined to discover how progress was recorded and to uncover clues which would point to the subdivisions of the tasks the rehabilitation specialists performed.

Again, it must be emphasized that change was the key word. As rehabilitation programs gained momentum and the tasks became heavier and heavier, it was noted that certain subdivisions within the job were practiced. This will be discussed later in the description of the staff operations.

In the Boston area, the occupation is from four to seven years old. As

one BRA official commented, "It was as though we waved a wand and said, 'Let there be rehabilitation specialists.' "

Explorations revealed that the rehabilitation specialist is part of an interdependent team or staff of a local site office of a local public agency. The new element in this occupation is that it requires a new combination of skills that has never been necessary until the current housing programs. The rehabilitation man is usually hired on the basis of having one of the skills (carpentry, electrical, plumbing, inspection, real estate background, etc.) and has to develop the others on the job.

He is not a specialist in the usual sense that he is expert in one small part of some larger field. His specialization is to be a generalist, to develop familiarity with information about construction, codes, architectural design, cost estimating, and finance plans as they pertain to rehabilitation of housing in urban renewal, code enforcement, or model cities areas. In addition, he has to have the skill to write a readable report, the work write-up (understandable to the home owner, the contractor, and the agency). He has to be able to judge its quality and adequacy, and then close the case properly. He not only has to know the standards set by the various government agencies (and how to proceed when they conflict), but he has to be able to make judgments about what plan is feasible for the owner and still consistent with legal standards of health, decency, and safety.

The occupation places heavy demands on the individual for human relations skills. He works with other staff members, property owners, either absentee landlords or owner-occupants, and with tenants. Private citizens look upon him as the personification of the federal and city governments, and often the traditional hostility, suspicion, and resistance found in private citizens toward an "unchangeable city hall" are transferred to the person of the rehabilitation specialist. All the old memories of past slum clearance programs with the uprooting of someone's cousin or grandmother come home to roost and plague the rehabilitation man who, in good faith, first knocks on the door of his prospective client.

Such daily encounters test the rehabilitation specialist's commitment to his job. Negative attitudes about the people or the neighborhood or about the program he is implementing would undermine his effectiveness. This presents a very complex problem for the supervision of a site office. Skilled tradesmen, experienced general contractors, people who have always managed their own lives satisfactorily without help from government programs are apt to be judgmental toward the residents of a neighborhood that is designated a renewal or code enforcement area. To be competent in his work, the rehabilitation specialist must have appreciation for the dignity of the residents

with whom he works, their concerns, feelings, problems, and value systems. The rehabilitation specialist cannot move out into the neighborhood as a kind of robot, programmed with specific facts and information about rotting window sills, cracking foundations, leaking roofs, old-fashioned toilets, or rules about safe usage of extension cords. His competence depends equally on his capacity to apply this knowledge in his relationships with the residents in a manner that communicates his respect for the individual.

This new occupation demands skill in spotting, diagnosing, and resolving problems whether they are technical or legal, or problems of human nature. And, perhaps most difficult of all is the ability to make a decision that moves the project along even when that decision alone does not resolve the problem. The rehabilitation man's work is the translation of the law into action, and in so doing he gives reality to the phrases used in government reports to Congress such as "checking urban blight," "improving and stabilizing residential environments," "raising the level of municipal services," "assisting owners," "identifying social problems," "the need for more effective melding of urban renewal and anti-poverty programs," "firm commitments" by the cities, and "citizen participation."

In the language of the trades, the rehabilitation specialist has to perform these tasks "in a good and workmanlike manner." Any resemblance to Superman is purely coincidental.

D The Process of Developing the Educational Objectives

The advisory committee was composed of agency officials and was the primary source for developing the first statement of specific objectives. There was never a meeting in which it was said, "Let's make an explicit statement of our objectives," but there were many sessions devoted to the problems of what subject matter to include in the course and just how broad or narrow the approach should be. During these discussions about what the student needed to know there were also comments about the kind of behavior that was appropriate to the performance of the job of rehabilitation specialist. These informal expressions of course aims were collected and boiled down to the following list:

To teach how to apply codes
To expose to codes
To take accurate measurements
How to take notes they can read back in the office
To stir up students' thinking
Not a trade school type of thing
To know why the work is being done
To understand why occupation was created
To help understand objectives of rehabilitation process
To excite their interest

Can we retrain or is it pre-employment?
To cut out a whole new cloth for municipal workers
To demonstrate the possibilities of rehabilitation programs
To appreciate role of architect
To cut them adrift
How to think, not just a guy slugging away day to day
Should have theoretical foundation, perspective of rehabilitation

Against this background of rough ideas about the kinds of behavioral outcomes the committee thought desirable, there were several meetings devoted to the exploration of the kinds of knowledge a rehabilitation specialist needs to acquire. The committee members wrote on 3 x 5 cards every topic that had been mentioned. These cards were laid out on a large conference table and the committee began to arrange them according to categories. They grouped and regrouped the cards, combined and eliminated until there was a consensus on an appropriate outline of topics. Two criteria were the basis of the arrangement. First there was the logical sequence of ideas, quite apart from any work orientation; second there was the relationship between the sequence in the stages of the rehabilitation process and the sequence in the topic areas. It was decided that the sequence in the stages of the rehabilitation process should be the basic criterion for arranging topics into categories and the order of the categories for this also provided continuity for the sequence.

A recurring issue was just how broadly or how deeply these topics should be covered. Since sentiment of the committee was expressed in statements such as, "We want to teach them how to think, not be just a guy slugging away day to day," it was decided to design a course that dealt with more than the technical aspects of the job, and to include topics that dealt with the meaning of their work. It was clear from the committee members that these men needed to be able to discuss issues with the clients, explain the programs, encourage involvement of residents in community improvement activities, identify family problems that were obstacles (such as unemployment, severe illness, etc.), and refer these situations to the community contact person.

There were three separate documents which came out of this planning stage:

1 A statement of initial educational objectives, prepared from committee statements by the staff and accepted by the committee.
2 The outlines for the first classes of student Group A, prepared by the committee.
3 An outline of Group A class meetings continuing in September 1968, concluding in April 1969.

The first two are presented below in this section of the report. The third is presented in the following section, since it was shaped in part by the comments and questions from the students.

INITIAL EDUCATIONAL OBJECTIVES

1 To develop *knowledge* about:
   a The nature of the new occupation, rehabilitation specialist
   b The specifics and the nature of legislative programs for urban renewal and rehabilitation
   c The historical development of such programs (problems, issues, concepts)
   d The projections about future trends of urban growth and associated problems
   e The principles and generalizations drawn from past and current experience by people in the field
   f The criteria by which to judge programs and means of implementation
   g The technical information necessary to performance of functions.

2 To develop an *awareness of*, an *interest in*, and a *desire to seek out* knowledge of the broad problems, issues, concepts associated with programs or urban renewal and rehabilitation.

3 To develop an *appreciation of* and an *understanding of* the relationships between:
   a The technical daily work problems and the broader functions of the total program
   b The concept of citizen participation and the functions of the rehabilitation specialist
   c The physical-social elements of housing rehabilitation
   d The role of Congress, state and city government, regional and neighborhood agencies and citizens groups in planning and implementing programs of urban renewal and rehabilitation
   e The rehabilitation specialist and the other local public agency staff members.

4 To develop the ability to apply the above knowledge, appreciation and understanding in situations that develop on the job.

5 To develop the ability to make decisions (problem solving) involving community relations, human relations, and technical problems on the basis of sound knowledge and objective understanding.

6 To develop a philosophy, based on sound knowledge and understanding, about the nature of the problems and the criteria for making decisions on courses to follow in their resolution, concerning:
   a The problems of the core city and suburbs
   b The problems of the urban poor
   c The legislative programs designed to deal with these problems
   d The roles and relationships of roles of the many agencies and group involved in dealing with these issues.[5]

CLASS OUTLINES—STUDENT GROUP A

April 4 **Development of Cities**
4-6 p.m.

I. Urbanization
  A Gains in size, employment power
  B Migration by whom
  C The core city and its satellites

April 9 **The Decline of Cities**
4-5 p.m.

General emphasis should be on New England ports, textile and manufacturing cities. Accent the unplanned "topsyness" which results in a conglomerate of conditions, seldom meeting today's needs and standards for health and safety, access and costs.

April 9 **Boston: 1950**
5-6 p.m.

I. The Decline
  A How and why did it come to be
  B Inertia—assuming progress rather than planning for it
  C Suburbia—population losses, types, incomes
  D Industrial parks—scarcity of new production facilities in town
  E Finances—tax bases, exempted property, confidence
II. The Idea of the New Boston
  A Leadership—new commitments
  B Organization—how it was started
  C Planning—the needs and alternative ways of meeting them
  D Decisions that worked

April 11 **Characteristics of Declining Neighborhoods**
4-6 p.m.

I. Characteristics
  A Physical—homes, city services
  B Social—families, community organizations
  C Economic—family incomes, redlining, mortgage money dry-up
II. Impact Upon
  A Attitudes and behavior of residents —adults and children
  B Attitudes and behavior of the larger community toward declining neighborhoods
  C Municipal income and costs
III. Traditional City Services
  A City departments and their functions—health, records, education, welfare, public works, safety
  B Municipal budgeting—sources of funds
  C High cost areas of city servicing
  D Mutual expectations—the city and the citizen

April 16 **Remedies: National Programs**
4-6 p.m.

I. The Earliest Efforts
II. Public Housing Programs
  A Origins
  B Provisions
  C Evaluation
III. Urban Renewal
(above points)
IV. Code Enforcement
(above points)
V. Model Cites
(above points)
VI. Overview
  A To what extent is each a broadened version of earlier atempts?
  B What principles have emerged?
    1. long-term, comprehensive planning
    2. large geographical scope
    3. public acquisition for private redevelopment
    4. adequate staffing and planning

April 18 **Remedies Through Law and the Courts**
4-6 p.m.

I. History of Legislative Attempts
  A At three governmental levels—local, state, national
  B Development of legal tools
    1. health and safety codes
    2. eminent domain
    3. zoning, planning

II. Important Issues and Cases
   A Constitutional issues
   B The law as an instrument of change
III. Trends
   A From local toward federal legislation
   B Closer municipal-federal partnership

April 23 **Remedies: How Cities Effect Federal Programs at Local Level** (Emphasizing Code Enforcement and Model Cities Programs)
4-6 p.m.

I. Code Enforcement—What It Is
   A Federal requirements on participating cities
   B Local initiative vs. federal ramming
   C Impact on municipal government, financing, staffing
   D How you get it going
   E How it works while under way
   F Evaluation—the kinks
   G The next steps
II. Model Cities (same steps)
III. Overview
   A How much continuity is present? Do problem areas still exist without provision in federal programs?
   B Where do these lead us?

April 25 **City-Wide Planning**
4-6 p.m.

I. Regional Planning
   A How much is each community an island?
   B Metropolitan Area Planning Council
II. Boston—Planning for Urban Renewal

April 30 **Project Planning**
4-6 p.m.

I. Case Study: Washington Park Urban Renewal Project
II. Model Cities: A More Recent and Comprehensive Example

May 2 **Neighborhoods and Community Organization**
4-6 p.m.

I. Today's City Resident
   (Reference material of April 11, and extend it to describe today)
II. Neighborhoods
   A Defined how?—forms of unity, common interests
   B Social and economic foundations—family patterns, languages, attitudes toward outsiders/authority/government
III. The Culture of Poverty
   A Descriptions
   B Existing social services
   C Increasing self-awareness
   D Barriers to change
IV. Community Organizations, Formal and Informal
   A Churches
   B Social—lodges, political
   C Schools
   D Organizing for community action

May 7 **Architecture of Boston**
4-6 p.m.

I. What is an Architectural Style?
   A Back Bay (characteristics)
   B South End (characteristics)
   C Charlestown (characteristics)
II. What Makes for Style?
   A Uniformity
   B Unity
   C Integrity

May 9 **Design Considerations**
4-6 p.m.

I. General Introduction
   A Role of planning and design in rehabilitation
   B Rehabilitation as a tool for creating better cities
   C Aesthetic advantages of rehabilitation

May 14 **The Rehabilitation Industry**
4-6 p.m.

I. Commercial Renovation Contractors
   A Traditional
   B Today's Models
II. The Individual Owner
III. Private Groups—Community Organizations
IV. Public Agencies and Their Responsibilities

May 16 **Introduction to Finance**
4-5 p.m.

I. Traditional Tools
   A Mortgage sources (what is a second mortgage, etc.)
   B Private lenders—why and why not
II. More Recent Tools
   A F.H.A.
   B 312
   C 115 Grant
   D Volunteer groups

May 16 **Elements of Buildings and Construction**
5-6 p.m.

Chapter IV

TASK TWO: TESTING THE COURSE

Three groups of students started the course at staggered intervals, as shown on the chart on page 12. This section of the report describes what actually went on with each group of students. The problems and issues encountered are dealt with in Chapter VI, Evaluative Summary.

A Student Group A

Word had gone out through agencies that classes were being organized, and interest was high. To maintain this motivation the committee decided to start classes in April 1968, even though they recognized that summer vacations and heavy work loads would require suspension during June, July, and August.

This time break meant that topics had to be fitted into two time periods, the first being April and May 1968, and the second coming after the summer, September to the spring of 1969. It seemed to the planners that it was logical to use the first two months of classes for topics that would give a general orientation to the broader aspects of the work. In the fall, students could start sessions to develop their technical competence.

The original class outlines for the first two months of meetings with the first group of students are reproduced on pages 26 through 28, above. Students were introduced to topics in the history of the development of cities, the associated problems that resulted, projections about anticipated growth, history of legislative efforts to meet housing problems, analyses of the strengths and weaknesses of such experience, descriptions of current laws which rehabilitation men implement, court interpretations, and projections about the more recent programs—Model Cities and Concentrated Code Enforcement. Since the topics of city planning, problems of design and architecture seemed related, the concerns of the rehabilitation specialists about neighborhood appearance and specifics of design problems as they have occurred on the job were also included in this time period.

The topical outline for the first block of class meetings was completed and classes were conducted before final decisions were made about the fall 1968 time period. As it turned out, the experience gained from operating the classes during spring 1968 and student comments provided information and insights not otherwise available. This is discussed in the Evaluative Summary, Chapter VI.

The course outline for fall 1968, revised in the light of student comments and the classroom experience of the preceding spring, is as follows:

CONTINUED CALENDAR OF CLASSES—STUDENT GROUP A

Date		*Topic*
September	**10**	Review and Introduction Building Terms and Diagrams
	12	Massachusetts Housing Code— Article II
	17	Massachusetts Housing Code— Article II Rodent Control
	19	Review and Quiz
	24	Feedback from Quiz Boston Building Code General Provisions
	26	Boston Building Code Egress Zoning Change in Occupancy
October	**1**	Boston Building Code Plumbing
	3	Boston Building Code Electrical
	8	Structural Engineer
	10	Boston Fire Code Safety Review of Building Plans
	15	Review and Quiz
	17	Feedback from Quiz FHA Minimum Property Standards
October	**22**	Construction Excavation Foundations Formwork Concrete Masonry
	24	Construction Rough and Finished Carpentry Plaster
	29	Construction Plumbing
	31	Construction Heating
November	**5**	Construction Wiring Contractor Relations

Date		*Topic*
		Specimen Contracts Inspection of Rehabilitation Work
	12	Review and Quiz
	14	Feedback from Quiz Design Measurement of Buildings Selection of Materials Finishes—Types, Uses, Applications
	19	Design Elements of a Building and Their Design Critique of Homework
	21	Design Functional Spaces for People and Furnishings
	26	Design Close-up of Design Problems
December	**3**	Design Critique of Layouts
	10	Design Rehabilitation of External Spaces
	12	The Private Architect Looks at Rehabilitation. (How Public Agency Rehabilitation People Look to One Consumer.)
	17	Review and Design Quiz
	19	Feedback of Design Quiz
January	**7**	Estimating Plan Reading Working Drawings Quantity Take-off
	9	Estimating Excavation Forms Concrete Masonry
	14	Estimating Carpentry Roofing Gutters and Flashing
	16	Estimating

Date		*Topic*
	21	Estimating
		Plumbing
		Heating
	23	Estimating
		Electrical Loads
		Construction Machine Rentals
		Miscellaneous
January	**28**	Estimating
		Plaster
		Paint
		Wallpaper
	30	Estimating
		Lump Sum Payments
February	**4**	Estimating
		Taxes
		Insurance
		Overhead
		Profit
	6	Review and Quiz
	11	Feedback and Quiz
		Financing
		General Considerations
	13	Survey
		Contact
		Procedure

Date		*Topic*
	18	Financing
		Vocabulary
		Types and Their Uses in Rehabilitation
	20	Financing
	25	Survey
		Inspection Guides
		Dangers (Emergency Situations)
		Forms
	27	Survey
		Public Relations
		Salesmanship
		From Survey to Work Write-up
March	**4**	Survey and Packaging
		Property Profile
		Public Information
		Methods of Packaging
	6	Packaging
		Closing a Rehabilitation Case
	11	Commercial Rehabilitation
		Standards
		Finance
		HUD
	13	Profiles of Rehabilitation Cases
	18	Visit to Outstanding Rehabilitation
	20	Review
	25	Testing
	27	Feedback and Evaluation for Other Groups

B Student Group B

Essentially the same sequence was followed for this group of students, with some minor changes. Group A had made a field trip to a local project area to learn about its operation. This was omitted from Group B's program, and a more complicated on-the-site experience was conducted as a summary. The class was divided, each half surveying a different house from initial inspection to the finished work write-up and cost estimates. They discussed their experiences in class and analyzed with their instructors the meaning of all the steps and stages of the survey process.

C Student Group C

Drastic changes in sequence (but not in content) were made with this group of students. They met in the classroom for opening sessions and spent time getting to know each others' work and problems. They then went out into the field and surveyed a house, repeating the project that Group B had found helpful, but this time at the beginning of the course. With this common experience they then launched into the technical aspects of their work, beginning with design and then moving into discussion of the implications of what they were doing. The relative positive and negative features of these experiences are discussed in Chapter VI.

The course includes no topics such as "urban sociology," "human relations," "population migration," or "life in the ghetto." These topics were covered, but in the context of their relatedness to what a housing rehabilitation specialist needs to know and needs to do. It was judged that weaving these issues into sequence of the rehabilitation task would promote more learning than would formal classes in these topics. The result was one course derived from the job perceptions of both the students and the curriculum committee. As the Group C sequence of topics demonstrates, the direct technical information wanted by students tended to precede the broader issues suggested by the curriculum planners.

In most instances, instructors came for one series of classes, rather than for separate, disjointed, single meetings. Students and instructors became acquainted, then built their learning on a mutual, continuing interaction over several meetings. The single meeting, "guest appearance" approach was not as effective as this.

The following outline is basically the one developed for Group C and is recommended for use elsewhere. Reference is made to the background of instructors, the materials and activities where applicable, and the chapters in the *Handbook* which cover each topic. Classes met four to six p.m. two times a week for sixty-six meetings (132 hours) from September to May, 1969-1970.

D RECOMMENDED OUTLINE OF CLASSES

Classes 1-3	Orientation of students to each other, to instructors, and to project staff. Background and current work of each person made clear. Overview of course presented. Principal instructors outlined what their presentations would cover and asked for questions in their areas. Gave out College three-ring binders with course dates, topics, instructors. All subsequent handouts fitted these binders. Conducted by project staff and several instructors.
Classes 4-7	Class split into two groups, each to survey a different house and prepare a work write-up (WWU) under guidance of an instructor. Prepared with overview discussion on what to look for and use of survey sheet. Surveys were done during class time. Instructors evaluated each WWU and wrote comments. Each group went over surveys with their instructor. Instructors were an LPA chief of rehabilitation and a renewal project director from a different LPA. See Handbook, Chapter 1--The Rehabilitation Process.
Classes 8, 9, 10	Elements of plan reading; houses as structures; static and dynamic forces acting on structures; many basic terms and definitions. Instructor: an architect who teaches these topics at a technical institute. Excerpts included in the Handbook, Chapter III--Structural Problems.
Classes 11-18	Elements of rehabilitation design. Presented early in the course sequence because it is practical and deals with the whole structure rather than segments, with the human side of renewal as well as the physical. Thus, right at the outset, the attitude of looking at renewal as an integrated approach to social change is fostered. Instructor was an architect. Director of Rehabilitation Design for an LPA, an experienced teacher. Class was given guidelines and prepared several layouts for changes of occupancy. Several circulars in the Small Homes Council series were given out. See Handbook, Chapter II--Design.
Classes 19-27	Signs of physical deterioration in structures and how to remedy these. Each student received a copy of an estimating text and a construction costs manual. These were used during this topic and through many of those which followed. Considerable handout material was given the class. Instructor was a licensed builder, Chief of Rehabilitation for an LPA. See Handbook, Chapter III--Structural Problems.
Class 28	How a rehabilitation contractor looks at a job. Comparison of his costs sheets on three jobs. Instructor was a partner in a small firm doing rehabilitation contracting. Material from classes 28, 29, and 30 are not included in the Handbook since they can be produced equally well in all localities.
Class 29	Plywood as a material used in rehabilitation. Instructor was a local representative of a plywood trade association. Considerable useful descriptive literature was provided.

Class 30	Gypsum board as a rehabilitation material. Instructor was a local representative of a gypsum board manufacturer. Useful descriptive literature was available.
Classes 31-40	Elements of mechanical systems in houses. Plumbing, heating, and wiring systems diagrams presented by the instructors. Circulars from the Small Homes Council were distributed. Instructors: assistant building commissioner for mechanical systems, and chief electrical inspector. See Handbook, Chapter IV--Mechnical Systems in Residences.
Classes 41-42	Zoning and building codes, their pertinence in rehabilitation. Instructor: a building commissioner. Classes 41-48 are supported in the Handbook by Chapter V--Rehabilitation Standards.
Classes 43-44	Fire code considerations in rehabilitation. A film of a local fire in a block of frame tenements was instructive. Several class handouts. Instructor: fire department officer who reviews all building plans and conducts fire prevention educational programs.
Classes 45-46	State Housing Code, and Code Enforcement Programs. Copies of the State Housing Code were given out. Instructor: Commissioner of housing inspection, and director of a code enforcement program.
Classes 47-48	FHA PG-50 Rehabilitation Guide for Residential Housing. Copies of this were given to students, explained, and problem cases discussed. Instructor: FHA supervisory construction analyst.
Classes 49-50	The law of housing codes; rights of entry; housing courts. Instructor: assistant corporation counsel who prosecutes housing violations. This topic was judged to have so much local reference as to require locally produced materials.
Classes 51-52	Trends in housing legislation, and getting federal programs into local action. Diagrams of the administrative structures of federal programs were given to the class. Instructors: LPA administrator for staff services, and administrator of housing authority. See Federal Programs and Their Background, Chapter VI of the Handbook.
Classes 53-56	What planners do; the need for planning; planning an urban renewal project; planning of a Model Cities Area. A demonstration game and class handouts were presented. Instructors: LPA planner and deputy administrator of a Model Cities Area. See Handbook, Chapter VII --Planning.
Classes 57-60	Rehabilitation financing programs. Gave out HUD and LPA materials. Instructor: LPA senior rehabilitation financing specialist. See Handbook, Chapter I--The Rehabilitation Process.
Classes 61-64	Cases in rehabilitation packaging. Used case studies of WWUs and family financial resources to demonstrate the need for flexibility, and solving rehabilitation cases by combining various resources. Instructor: LPA renewal project director. See Handbook, Chapter I --The Rehabilitation Process.
Classes 65-66	The development of cities, and cities in the near future. Instructor: professor of city and regional planning. See Handbook, Chapter VIII--Development of Cities.

Chapter V

TASK THREE: WRITING THE HANDBOOK

Writing the *Handbook for Housing Rehabilitation Specialists* was a threefold task which required some assumptions about its intended use, delineation of the information sources on which it would be based, and the selection of criteria for sifting material to be included in the book.

A Assumptions

Among the many assumptions about the eventual use of the *Handbook* were the following:

1. Students coming into these classes will have varied personal backgrounds in terms of previous occupational and educational experience, age, and motivation.
2. All of them will be adults and the participatory methods of adult education rather than straight lecturing will be most effective.
3. The groups might be heterogeneous, consisting of people from different agencies and communities, or they might all represent one department in an agency.
4. Some might be doing some level of rehabilitation daily, and others might be preparing themselves to move into rehabilitation from an allied occupation.
5. Instructors might be from LPA's and more familiar with their own specializations than with teaching adults.
6. A community college might be near enough to consult on developing such a program.
7. A community college could provide a neutral meeting ground outside the participating agencies, which would help keep the program broader than intra agency issues.
8. The *Handbook* will be used primarily for group study with instruction, but should also be helpful to men studying on their own. It should be readable and have suggestions for further study. It should deal with issues, principles, and purposes, and not procedures, checklists, and methods. These latter are more specific to agencies and should be covered in agency training programs.
9. Topics can be studied as part of the complete *Handbook* or can be worked with singly without necessarily using the whole package.

B Volume of Available Information

An immense amount and variety of content could have been included in the *Handbook*. Since housing rehabilitation is a new occupation, there have been no textbooks that combine the great range of information a rehabilitation man must consider in making daily decisions. A background from construction trades, or design, or housing finance, or human relations will scratch the surface, but it is the combining of these experiences in each

rehabilitation man which makes him a specialist and provides the challenge of this occupation.

The rehabilitation man needs to be able to propose changes and to inspect the work, but he does not have to do the work. He has to have the knowledge and appreciation, but not all the construction skills.

Each class meeting was tape recorded and typescripts were prepared, so that there was a written account not only of what the instructors had presented, but also of student questions. Changes in instructors' ways of presenting material, topics, and levels of presentation were made from group to group. This classroom experience was the main base for the *Handbook*.

The students themselves were a rich resource of information. Their comments, examples, questions, and suggestions gave immediate pertinence and meaning to the presentations. Changes that they asked for and material they brought in gave the classes and the course the required reality. Only by meeting the needs of these groups could the project's results become useful to others.

Primary materials were prepared by instructors or located from outside sources by the project staff. In most cases, these were all tried out in classes. These included publications of the federal government, of manufacturers of materials and components, of trade associations, and publications of various LPA's.

C Selection of Topics

It was necessary to sift from the mass of material that which would apply to other parts of the country and other LPA situations. Three criteria were used in selecting topics and information for inclusion in the *Handbook*. The first was, "Did it work in class?" If students understood the presentation and found it useful in their daily work, the topic was kept for further evaluation.

Next to be filtered out were most local references to individuals, places, and things. There are regional differences in many housing situations, codes, and agency procedures. In removing these references, it became necessary to deal with issues and principles. No attempt has been made to offer prescriptions or solutions, but there are suggestions for materials to include in working out solutions for local problems.

The last criterion was availability. If the project staff was aware of useful material readily accessible in print, the sources were referenced in the *Handbook,* but duplication was avoided. As an example, no housing, building, or fire codes are reprinted, since they vary considerably and copies

can be secured within their local jurisdictions. It is well to have students do considerable gathering of reference material on their own, since it is good practice for staying up-to-date.

On the other hand, useful and unique ideas and information were included if they were judged to be less available elsewhere. Much of the know-how in housing rehabilitation is in the folklore stage of development. Word-of-mouth ways of doing things are passed along in on-the-job training and the reasons why are easily lost.

An attempt has been made in the *Handbook* to include not only these reasons why, but also explicit statements of rehabilitation ground rules so that each rehabilitation man can make decisions on principles and not just on procedures.

A chapter-by-chapter summary of the *Handbook* appears in this *Report* as Appendix A.

The *Handbook for Housing Rehabilitation Specialists* is available, without charge, from:

Housing Rehabilitation Specialists Program
Massachusetts Bay Community College
57 Stanley Avenue
Watertown, Massachusetts 02172

Chapter VI

EVALUATIVE SUMMARY

The three tasks of the project have been achieved: designing the course, testing the course in the classroom, and writing a *Handbook for Housing Rehabilitation Specialists.* The following section of this report deals with the problems and issues that arose in the operation of the project.

A **Planning Phase**

The project staff (project director and special assistant for program reports) brought to the project their experience in training and in education, but had to develop a familiarity with the whole field of housing activities. In rewriting the proposal, the director had established relationships with LPA's and gained from this a general grasp of major agency objectives which enabled him to propose tentative ways of organizing the subject matter.

The proposal had projected a curriculum of four 13-week courses divided as follows: (1) Construction Services, (2) Urban Housing Codes, (3) Planning and Design, (4) Financing. The thought was that the students would meet four hours a week, taking each course consecutively. When the practical problems of time and work schedules of the agencies and students were faced, this intent was modified. In looking at the time problems, other issues came up about the continuity and integration of the content. The outcome was to plan in terms of one course rather than four separate ones.

Other considerations are involved here also. This program was housed in a college with the traditional formats of organized curricula, counting up credit hours, grades, and grade point averages. The Evening Division of the College has more flexibility in the kinds of courses it offers the community, so it was possible to think in terms of a noncredit certificate course for adults, free of other constricting issues. This was the first decision made in the designing of the program: subject matter would be integrated into one course specifically organized about the needs of the occupation rather than offering an assemblage of separate courses.

Another task in the planning phase was creation of the advisory committee, which has been described in the main body of this report. There was a smooth development of relationships between them and the project staff. Over the time of meeting together regularly, a cohesive group evolved which had an over-all view of the project as a separate entity apart from their original personal investment.

The project eventually became identifiable as having a life of its own, functioning in response to its own set of dynamic relationships. The involvement of the students added the new motivating force in addition to the project staff and the advisory committee.

B Operational Phase

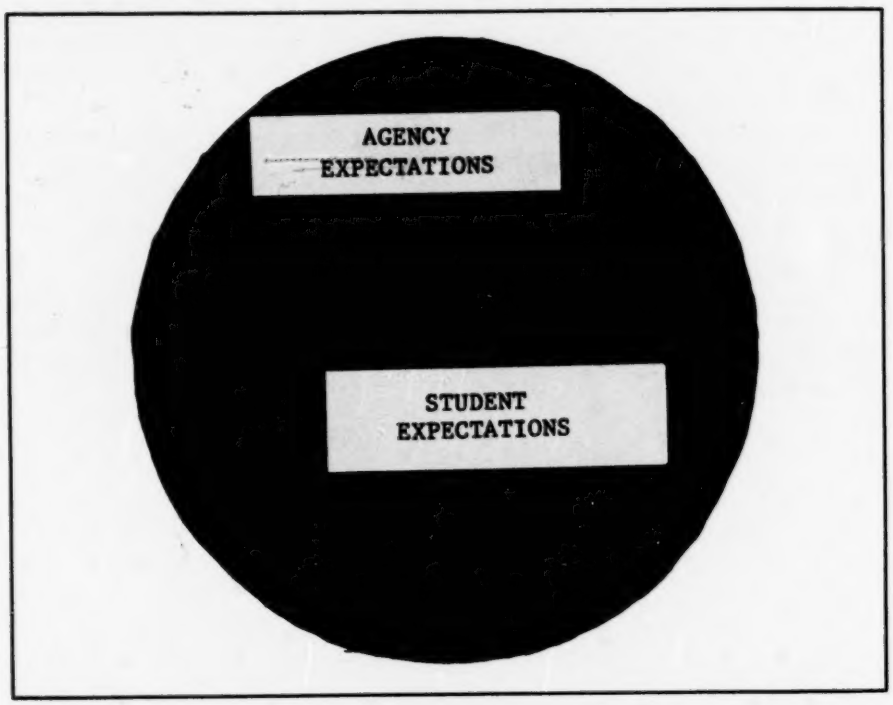
The orientation of the teaching staff was considered an important task. The procedure was similar for the A and B groups. Instructors were invited to the College for a supper and then met in the classroom to become familiar with the physical surroundings, to exchange with each other their views of what subject matter they desired to cover, and to learn about the relationships among topics for the students. The Group A instructors had a session with the class in which they introduced their topics and gave an overview of the issues that would be taken up. This kind of orientation brought the instructors together, but did not nurture an open relationship among the students. The focus was on the instructor at the blackboard and through him on the subject matter. The orientation of the students consisted of a question-answer confrontation with the instructors.

For Group C the orientations were radically different. By this time, a more student-centered approach was gaining favor over the original content-centered approach, so the first class sessions were designed to encourage orientation toward each other as students. When this was underway the instructors (most of whom by this time were starting their third time around and felt more at home) attended a session in which the students broke into small groups, each with one instructor to discuss the content of that instructor's topic area, the method of presentation, and any other pertinent issues. Upon reconvening as a whole class, each group of students reported to the class about what to expect during the coming year as far as their topic was concerned. In this way, the instructors were oriented to the students, first with a few and then generally with the class. This gave them a chance to adjust their class work to the interests and readiness of the students. Classmates became oriented to one another, to the instructors, and to what was coming up in future classes.

In the operational stage the students became a new resource in the development of more precise and explicit educational objectives. The project staff observed every class session to note the kinds of questions, responses, and contributions from the students. They joined in conversation with students in corridors and in the cafeteria, and then reflected in staff meetings and advisory committee meetings on the meaning of student comments. Many interviews were conducted with the students in an effort to pinpoint their expectations about the course.

Overwhelmingly they mentioned a need for technical information but seldom did they express, without having been prompted, any need to know about the relationship between technical aspects of their jobs and the broader background knowledge deemed necessary by the committee.

The following diagram pictures the differences in outlook and expectations by the advisory committee and the students. Closing this gap was one of the problems facing the staff in developing the course.



The question became how to engage the students in exploration of unfamiliar subject matter in a way that would arouse their curiosity, their awareness of its pertinence to the job, and their interest in developing knowledge in a new field. The scheduling of a field trip at the beginning of the course was one step that was taken. Following this, class discussion about the group experiences brought out many issues and stimulated students to think about the over-all problems. The instructors described the history of the house that had been surveyed by the students, the issues that had come up on the street, and encouraged all kinds of questions from the students, even far afield from the task of the class session. In this way, students began to want to know about some of the underlying issues, and instructors were able to introduce broader questions.

Some quandaries developed for the staff during the operational phase of conducting classes. These meetings were meant to provide the basis for

putting together a *Handbook* that would be useful for other parts of the country. This meant that the attention of the staff needed to be focused on what was of general usefulness. On the other hand, the unique needs of the particular individual students were locally oriented, and responsibilities to the students and to the agencies paying their tuitions forced the staff's attention in the direction of specifically local issues, thus distracting from the long-run task of the project.

Another problem was always below the surface. Some of the instructors were also supervisors of some of the students. The staff had to be aware at all times that in order to preserve the trust of both students and instructors they must exercise great care not to violate the confidentiality in either relalationship. This was not always an easy thing to do.

After two groups of students, the instructors, and the staff had worked on the course for a year, the educational objectives were refined for use with the last group of men. Later, these were translated into behavioral objectives for use in planning the activities for each class meeting.

REFINED EDUCATIONAL OBJECTIVES

To develop a knowledge of appropriate terminology and specific facts about:

How to survey a house, to cost estimate the job, to devise a finance plan according to specified criteria

How to read working drawings

Structural problems, such as stress

Elements of design

Construction, carpentry, masonry, etc.

Selection of building materials

The reasons for and the content of codes, zoning laws, etc.

The principles and philosophy of rehabilitation of housing

The trends of housing legislation, with lessons learned from past experience

The relationship of physical rehabilitation to social upgrading of declining neighborhoods

To develop an awareness of and curiosity and interest in the significance of programs of rehabilitation of housing, as part of a nationally coordinated attack on problems related to the quality of life of the urban poor in the core city.

To develop an understanding and an appreciation of the significance of concepts such as citizen participation, coordination of governmental departments, and city planning.

To develop the ability to apply technical knowledge and understanding of broader issues in a way that will improve quality of performance on the job.

To develop a philosophy about the problems of the people in the core city, and the principles on which programs designed to resolve the problems should be built.

C Student Comments

A questionnaire was mailed to all students in all groups, although Group C students were only halfway through the program. About one-third of all the students replied. The project staff is of the opinion that the responses were representative of the entire student body, although no attempt has been made to conduct a statistical study. The staff was interested in

getting a reading on the feelings of the students, but not a hard data kind of evaluation.

The general response on the questionnaires was positive, with an encouraging sprinkling of negative reactions to some experiences and instructors. Quoted here are comments which are particularly pointed and which illustrate the sense of the returns.

Question One: Thinking back on the topics covered, recall and jot down any small or large examples of how your performance on the job changed as a result of these sessions.

"Having been trained by inexperienced employees, these sessions improved my outlook and gave me more knowledge of what was involved in rehab."

(Others stated, specifically, more self-confidence, competence in survey, awareness of whole environment, need for design considerations, better technical vocabulary, appreciation of magnitude of housing problems.)

Question Two: Describe all the examples you can recall of ways other students have helped you perform better on your job, or in some other way.

"By open discussion in the classroom and corridors [*respondent's emphasis*] *you learn of errors you have been making that you would be unwilling to admit to, but can correct without embarrassment."*

(Others spoke of being helped by questions from other students that they would not have thought of, of discovering that problems are common to all, of helping in solving problems.)

Question Three: In what ways do you think you have influenced others as a result of these classes—coworkers, agency clients, neighborhood groups, citizens?

"By being more factual in discussions rather than beating around the bush."

(Others spoke of improved vocabulary, self-confidence.)

Question Four: Please think back over the materials used in the class—the estimating book, the costs book, cases, handouts. Please comment on their usefulness to you.

The comments here were scattered, all positive, very general. A few commented that the information helped them in do-it-yourself personal projects in their own homes. This was an unexpected outcome, hardly an intended one!

Question Five: Please list all the negative comments you want to make. How could this program have been more useful to you?

Here again comments were scattered, but in summary indicated:

Desire for credits, civil service points
Longer course, shorter course
Too fast a pace
Too much on new construction (this was corrected)
Need for more models or visual material
More time on mechanical systems
Help on interagency or intra-agency issues

One student, whose responses had been generally favorable, concluded that:

"The course should stick more to old rehab work, not new construction or excavations and should concentrate on stressing the cheapest and practical ways of accomplishing rehab, with students directly associated with rehab—not finance, not social workers, not relocation, strictly rehab."

It would seem that for this student, there is still something to be accomplished in terms of developing awareness of the broader connections of his work with other problems.

D Benefits to the Participants

Several groups have been part of this project, formally or informally. These are HUD, the students, the instructors, the cooperating LPA's, and Massachusetts Bay Community College. What have they gained out of this effort?

HUD had the foresight to fund this as a demonstration. They wanted to have a model of a training program for rehabilitation specialists which other cities would find useful, either as a package or as a start. Getting the program started required an assessment of what should be included, trying it out in the classroom, revisions, and the compilation of training materials. This has been done, and the sponsor now has a pilot program for other LPA's to consider.

Eighty-six men began as students, and seventy-five completed the program. They seem to have changed in two basic ways. Most have considerably more technical knowledge about the specifics of their work, and they feel that they are all part of imperative social change. With better trade vocabularies and more awareness of how their work fits with the efforts of so many others, they are now not only better rehabilitation men, but more cognizant people.

No attempt was made to conduct a survey of how many students were upgraded after finishing the course because it was felt that such changes depended on many factors besides completion of study in this program. It is interesting, however, to know about some of the activities the students are currently engaged in, and pleasant to think that the course was one factor in making advancement possible for those students.

Two students were placed in charge of a training program for a new Code Enforcement Program and reported that they used the material gathered in the course. Three others came back for a visit and reported their progress in preparing the groundwork for a Workable Program for their towns, a task they felt they did more competently because of the information and understanding they developed in the course. Two other students were promoted by their agencies to supervisory positions. One student moved into a supervisory position with the Model Cities Program. Another moved from the job of rehabilitation specialist to that of expert for his agency in all construction problems, while yet another began to specialize in financial programs. One student was given a leave of absence from his job and transferred to the city's Housing Authority, where that agency needed a person who could resolve the kinds of problems about which he had developed knowledge in the course.

It is not intended to give the impression that there were no negative aspects to the experiences or that all students found the program to be without fault. After all, some students did not respond to the questionnaire, and some dropped out. Several changed occupations and others did not find what they were looking for in the course.

A few of the instructors had had teaching experience prior to this program. Almost all of them worked with all three groups of rehabilitation students. Their presentations moved away from the instructor's own concepts of "what rehabilitation men need" and moved closer to what the rehabilitation students said they needed. Most of the instructors became relaxed enough to be much more student-centered. Questions were handled when they came up rather than confining them to the last ten minutes of a

class. In the role of instructor, each became more proficient at conducting more effective classes, in terms of both method and content.

Local public agencies sent students to more than one group of classes, swelling the class size successively from twenty-three to twenty-nine to thirty-four. Agencies commented about the direct increase in job knowledge and about positive changes in self-confidence, independence, and breadth of awareness. Some of this came from specifics in the course and some from talking with other rehabilitation men from other offices and agencies. Men felt that the lid was off and that frank discussion with a colleague with a different point of view was very beneficial to both. Being selected to attend was a vote of agency thanks for current performance and a sign of the man's potential for handling change. At least one agency training program utilized materials which the leaders had used themselves as students in the rehabilitation program.

The "HUD PROJECT" has been a small and ancillary part of the College's operations. It is, however, its first venture in operating classes designed specifically to support a new occupation. From the rehabilitation program the College has gained vital experience in working very closely with a curriculum advisory committee, with instructors whose full-time work is in the occupational area, and with the education of adults.

[1] U.S. President's Advisory Committee on Government Housing Policies and Programs. Government Printing Office, Washington, D.C., December 1953, as quoted in *Residential Rehabilitation*, M. Carter McFarland and Walter K. Vivrett, Eds., School of Architecture, University of Minnesota, Minneapolis, Minnesota (p. 109). *Residential Rehabilitation* was published with the assistance of the U.S. Department of HUD, and is available, without charge, by writing to this address: Professor Walter K. Vivrett, 110 Architecture Building, University of Minnesota, Minneapolis, Minnesota 55455.

[2] *Rehabilitation Programs; A Report by the Department of Housing and Urban Development*, to the Subcommittee on Housing and Urban Affairs, of the Committee on Banking and Currency, U.S. Senate (pp. 37-39).

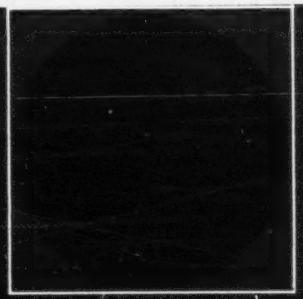
[3] Rehabilitation began as an urban renewal tool and has since been added to 117 Code Enforcement Programs and to Model Cities Programs.

[4] *Rehabilitation Programs*, pp. 37-39.

[5] Expectations of students, instructors, committee, and staff were translated into behavioral objectives in hierarchical order, according to:

Benjamin S. Bloom and David R. Krathwohl (eds.), *Taxonomy of Educational Objectives*, Handbook I, *Cognitive Domain*, 1956; and Handbook II, *Affective Domain*, 1964 (New York: David McKay Company, Inc.).

APPENDICES



APPENDIX A

SUMMARY OF HANDBOOK CHAPTERS

Chapter I focuses on all the steps in the rehabilitation process, tracing it along the two intertwined processes of the physical property survey and financial funding. In spite of obstacles along the way, the emphasis is that the completed job is the test of success. The approach taken in the case study is one of community development. The linkages between property rehabilitation and the economic and social conditions of the entire neighborhood are pointed out.

Chapter II deals with design. There are two objectives here: to provide practical guidelines for the daily decisions the rehabilitation man must make, and to develop appreciation for the economic and aesthetic value of good design.

Chapters III and IV are concerned with the structural and mechanical systems of a house. This will be familiar to many men and completely unfamiliar to others. The rehabilitation specialist does not need to know how to install plumbing, but he does need to know when plumbing facilities are inadequate. He has to make judgments and write a contract for electrical and heating work to be done. It is expected that he will have consultants available, and the information in this Handbook will guide him in what questions to ask.

Chapter V moves away from the specifics of physical rehabilitation and deals with the varieties of codes that set standards and goals for rehabilitation. This chapter gives background information about trends and issues and attempts to develop an appreciation of the importance of having uniform codes and the way they provide minimum safeguards for everyone's health and safety.

Chapter VI considers trends in federal housing legislation: how changes have occurred and why they are occurring were described. A very practical article talks about the realities of getting federal programs into local action.

Chapter VII discusses planning. A contrast is drawn between planning for a Title I Urban Renewal Project and, five years later, planning for a Model Cities Area.

Chapter VIII tells how cities have developed, explains why man likes to live in cities, and suggests some thoughts about the future of cities.

In this Handbook the sequence of topics moves from the general to the particular and back to the general. It begins by dealing with the interactions of the people involved, goes on to treat the survey of the physical property, and then approaches the dynamics of people on a different level.

APPENDIX B

ORGANIZATIONAL AND COST GUIDELINES

This report demonstrates one model of an instructional program for housing rehabilitation specialists. The following guidelines are suggested to other agencies considering adapting this model to their own requirements.

a. Allow considerable time for a coordinator and for members of an interagency planning committee. The coordinator may be specifically paid for this project, or it may be part of his existing job, especially if he is in a training capacity with a State Department of Community Affairs or an Extension Service kind of organization. It is desirable that he introduce and attend all classes to provide continuity and immediate feedback of results.

b. Allow for any costs for instructional space. It is preferable that this meeting place not be within one of the agencies sending students, but rather at some neutral ground.

c. Allow for secretarial time and the reproduction of materials.

d. Allow about $25 per hour payment to each instructor. This amount should provide enough interest so that the best people can be selected and assures specific preparations for your students, topics, and situation.

e. Allow about $20 per student for the purchase of materials given out in class--books, circulars, codes --and for field trips. (The Handbook prepared by this project is available without charge.)

f. Consider that total costs can be reduced by tuitions paid by the agencies, the students, or by both.

g. By these standards, the cost for a group of twenty-five students attending the 132 hours of classes developed in this demonstration program would be about $4,000 ($160 each, plus the costs of coordination, secretarial assistance, and space).